

Press Note on 4th and 5th Reports of Second Karnataka Administrative Reforms Commission

(Note – This note contains only brief points. For further details please see the full reports uploaded on the website karc2.karnataka.gov.in)

1. Work done

Visited **21** districts, **52** taluks, **147** cities/towns and **46** villages and **302** institutions; met 3,482 officials, elected representatives and citizens between 11.01.2021 to 30.11.2022. Held 415 meetings with about 6,000 participants. Call centre called **71,963** users of State Government citizen services and obtained feedback from **25,253** users. 8 Study reports from reputed institutes.

2. Summary of recommendations made

Ch. No	Name of the department / subject	Total recommendations
1	Women and Child Development, Empowerment of Disabled and Senior Citizens	99
2	School Education and Literacy	152
3	Higher Education	140
4	Health & Family Welfare	182
5	Medical Education	96
6	Youth Empowerment & Sports	33
7	Skill Development, Entrepreneurship & Livelihood	102
8	Labour	136
	Total Recommendations in 4th Report	940
1	Agriculture	97
2	i. Horticulture ii. Sericulture	73 32
3	i. Animal Husbandry and Veterinary Science ii. Fisheries	78 60
4	Cooperation	168
5	Action Taken Report on H Ramaswamy 1st ARC recommendations	-
6	General Recommendations	27
7	Modifying Rural Quota	1

8	Delegation of Administrative and Financial powers	17
9	Recommendations related to E Procurement	6
10	Recommendations related to Karnataka Public Service Commission	27
11	Reorganisation of BBMP	13
12	Study report of Indian Institute of Management, Bengaluru	38
13	Study report of Institute of Social and Economic Change	30
14	Constitution of Work Improvement Teams	1
15	Setting up of Stakeholder Councils	1
	Total Recommendations in 5th Report	669
	Grand Total	1609

Report	Date of submission	Number of recommendations
1 st	3 rd July, 2021	856
2 nd and 3 rd	18 th February, 2022	1,165
4 th and 5 th	January, 2023	1,609
Total 5 Reports submitted		3,630

3. Improving services to citizens in frontline institutions

- For easy transition to school, the identified 6,307 Anganwadi centres working in rented buildings located within a distance of 300 metres from the nearest Govt school building may be shifted to the school building if room is available.
- **For reducing dropout rate, 3457 Government Lower Primary Schools (LPSs) and Higher Primary Schools (HPSs) located within a distance of 100 metres of one another may be merged into 1667 Higher Primary Schools.**
- **2460 LPSs, HPSs and High Schools (HSs) within 100 metres of one another may be merged into 1135 Composite/Cluster High Schools or Karnataka Public Schools (KPS).**
- **879 LPSs, HPSs, HSs and Pre University (PU) colleges may be merged into 359 KPSs. Private schools may also be permitted to merge sections.**

- For reducing dropout rate, orders may be issued doing away with the need for taking Transfer Certificate and admission three times for a child to progress from Class 1 to Class 12 for schools that are in KPS and Cluster schools.
- **Rehabilitation treatment of disabilities may also be covered under Ayushman Bharat Arogya Karnataka (ABArK).**
- 25 districts have an aggregate surplus of 737 veterinary clinics (VC) as per norm of one VC per 5000 cattle units, as compared to a deficit of about 154 veterinary clinics in the 4 districts of Belgaum, Koppal, Raichur and Bellary all in North Karnataka. **May shift 154 Veterinary Clinics from the districts with excess number of VCs to the 4 needy districts.**
- **The identified excess Assistant Agriculture officers' posts in Raitha Samparka Kendras may be transferred to needy districts based on workload as per details given in report.**
- **Common Screening centre** staffed with MBBS, nursing and paramedical interns may be started at the Out Patient department (OPD) counters of hospitals for referral and entering data in e-Hospital. Interns and Arogya Mitras may be given tabs to do in-situ registration, payment and issue of OPD slips. Kannada signage may be extensively put up at necessary locations.
- As in Govt of India medical institutes and Central Government Health System (CGHS), **State may ban private practice by Government doctors of all departments. This will enable starting of evening OPDs in Govt hospitals.**
- More than 1000 Veterinary Dispensaries (VD) and Primary Veterinary Clinics (PVC) are without toilet facility in the State. Water Supply, toilets, water troughs for cattle and travis for all VDs and PVCs may be provided.
- **For purchase of medicines for local area specific diseases/needs and emergencies, State Government may allocate Rs.15,000 per annum to PVCs, Rs.25,000 p.a. to VDs and Rs.50000 p.a. to VDs located at Hobli headquarters.**
- **ISRO vessel tracking system with RFID tags may be introduced for all the about 4500 licensed mechanised boats for tracking them** in case of calamities and also as a coastal security measure by utilising State Disaster Response Fund (SDRF).

4. Reducing Maternal Mortality Rate (MMR), Infant Mortality Rate (IMR) and improving nutrition levels

- **Severely malnourished (SAM) and moderately malnourished (MAM) children aged 6 months to 3 years may be given 5 eggs per week instead of 2 per week now. In addition normal children also may be given 2 eggs per week.**
- **Scheme for Adolescent Girls to out of school girls in the age group 15 to 18 years may be extended from two districts at present to all districts with State funding.** The number of out of school girls in this age bracket is about 7.50 lakh. If actual users in rural areas are 4.50 lakh plus urban areas 1.50 lakh the financial implication would be about Rs 3,000 each for 6 lakh girls = Rs 180 cr. per annum.

- Taluk Hospitals with higher workload may be provided with additional posts of Gynaecologists (OBG), Paediatrics and Anaesthetics specialists against which Post Graduate (PG) students may be posted for giving round the clock maternity service to reduce MMR and IMR.
- Weightage of 10% marks may be given for every year of rural service by Government doctors upto a maximum of 30% marks to be added to the marks secured in the NEET PG exam for admission to in-service PG seats.

5. Improving higher secondary and higher education enrolment

State	GER Secondary-University (Cl 11-12)	Higher Pre Difference (Other State-Karnataka)
Karnataka	52.1	-
Kerala	83.0	30.9
Tamil Nadu	73.2	21.1
Maharashtra	67.0	14.9
Telangana	57.2	5.1
Andhra Pradesh	52.2	0.1

Pass percentages in SSLC and PUC Exams in Karnataka are much lower than in neighbouring States. A larger proportion of SC and ST students fail in SSLC exam and SC/ST students are most affected by low pass percentages. Recommendations -

- Introducing internal assessment for SSLC, PU Arts and Commerce students also as in neighbouring States.
 - Adding multiple choice questions (MCQ) in SSLC and PU Exam for 15 marks in Science subjects and 20 marks in Social Science and Language subjects.
 - Out of the overall average marks of 35% for passing in SSLC theory exam, the theory paper minimum marks may be reduced from 28 to 20.
 - Steps may be taken for reducing dropout rate between PU 1st and PU 2nd years
- May institute awards for Gram Panchayats and urban local bodies (ULBs) that had less than 90% literacy as per the 2011 Census and have now achieved 100% adult literacy.

6. Modifying “Rural Quota” to “Rural SSLC Board/Government school Quota”-

- CBSE and ICSE students forming just 11% of the total Class 10 passed students in Karnataka got 48% of MBBS Government quota seats. Out of the 15% Rural Govt. quota MBBS seats only 3.45% are going to rural Government school students. Rural Class 10 passed CBSE and ICSE students forming mere 5% of the total Class 10 passed students got 51% (more than ten times

their proportionate share) of the Rural Govt. Quota MBBS seats in 2022. Therefore Rural Quota may be modified. Three options suggested are -

- **Option 1 - Convert entire 15% “Rural quota” to a “Rural State Government school quota”.**
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- **Option 2 - If private school SSLC Board students are also to be considered for the quota it may be converted to “Rural SSLC Board Government quota”.**
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- **Option 3 –Out of 15% Rural Quota, 7.5% may be reserved for “Rural Government School students”. The remaining 7.5% could be open to private aided, unaided SSLC Board school and CBSE, ICSE board school students.**
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7. Better utilisation of facilities and resources

- 65 Government First Grade College (GFGC) Hostels, 193 Government Polytechnic (GP) Hostels and 33 Govt. Engineering College (GEC) hostels, both boys and girls hostels, may be **handed over by their departments to the Social Welfare, Tribal Welfare, Backward Classes Welfare and Minorities Welfare departments for running them as Post Matric hostels so that students get free food and lodging.**
- **A “Post-Harvest Cell” within the Department of Horticulture - focussing on post-harvest management of horticulture produce may be set up.**
- There are 6 model grainages for producing quality silkworm eggs under Sericulture department; of which 4 are working namely Chitradurga, Mandya, Hassan and Tumkur. The capacity of each model grainage is close to 1 crore eggs but the actual production is much less for want of staff and other reasons. These may be given on lease on public private partnership (PPP) basis. The private partner selected by a tendering process may bring in the labour, better equipment and improved cold storage facility required for egg production. Supervision would be done by department officers.
- There are 16 fish seed production ponds and 30 fish rearing ponds under the Fisheries department. **Some of the ponds may be given on lease on public private partnership (PPP) basis by calling for tenders to private parties.**
- **For creating more apprenticeship opportunities, the apprenticeship vacancies in State Public Sector Undertakings may be increased to the maximum limit of 15% of posts.**

8. Improving administrative capacity

- **A proposal to bifurcate the Women and Child Directorate is under examination in Government. It may be bifurcated into two separate Directorates – one for Child Development and another for Women Empowerment and Development.**
- There are 282 urban local bodies (ULBs) in the State, but only 26 City Library authorities (CLAs). Libraries in other ULBs are under the purview of District Library Authorities. **The Karnataka Public Libraries Act 1965 may be amended to**

constitute City Library Authorities for the remaining 256 ULBs also so as to enable towns and cities to develop libraries as per local needs.

- A post of Hospital Manager may be created for each hospital working under the supervision of the Administrative Medical Officer in all District Hospitals (DH) and Taluk Hospitals (TH). Graduates with hospital management degree may be hired on contract basis to fill the posts.
- Mobility is important for better outreach of health services. 50% capital subsidy may be given for purchase of 2-wheelers (preferably electric) by Auxiliary Nurse Midwives and male health workers. The one time cost would be about Rs. 20 cr.
- In Taluk Hospitals with 100 bed strength and high workload, Nursing Colleges with 20 nursing seats for GNM or B.Sc nursing course and Para medical courses with say 10 paramedical seats may be started to provide job opportunities and supplement hospital care. Initially suitable premises may be taken on rent for starting the colleges.
- Many posts of Second Division Assistants may be converted to technical posts in certain departments which use eOffice fully at district level e.g. Factories and Boilers.

9. Karnataka Public Service Commission

1. Except Kerala, that is an exception as it has District-Level Regional Offices of the Commission, most other States including Uttar Pradesh have less than 8 members in their Public Service Commissions. **Therefore, it is recommended that the number of members including the Chairperson in the Karnataka Public Service Commission may be reduced from 14 to 8.**
2. **The Commission should stop doing document verification because it lacks sufficient staff and to reduce time taken. Document verification process should be done by the concerned Departments before issue of appointment orders.**

10. BBMP

Creation of 30 posts of Deputy Commissioners –of the rank of KAS Group A Senior scale corresponding to the 30 BBMP Revenue divisions may be created in BBMP for decentralisation and better coordination at division level. Senior scale KAS Group A officers would be better able to coordinate with BBMP Revenue Officers, Executive Engineers, Divisional Health Officers, BWSSB, Bescom, BMTTC and officers of other State and Central organisations and departments. These posts could be partly manned by KAS Group A Senior scale officers on deputation from the State Government and partly by promotion from among BBMP Revenue Officers.

11. Merger of departments

- **Employment Service department may be merged with Kaushalkar Mission.** The staff and facilities of the Employment service department may be merged with

the State Skill Mission and it may be renamed as State Skill and Employment Mission. Correspondingly the Department of Industrial Training and Employment may be renamed as the Department of Industrial Training by removing the word Employment.

12. Improving enforcement

1. In regard to 4 State Acts under Labour department like Karnataka Shops and Commercial Establishments Act, the penalties and fines prescribed in them need to be revised in view of inflation to make the provisions effective and worth the effort of enforcement.
2. Credit guarantee scheme of upto Rs 2 lakhs for deposits made in Primary Agricultural Credit Cooperative Societies may be started. For this purpose 0.1% of their deposits may be remitted in a Karnataka Cooperative Deposit Guarantee Fund.
3. Serious Frauds Investigation Office (SFIO) for Cooperatives may be set up under the Principal Secretary, Cooperation department for handling serious frauds by making suitable statutory provisions in the Karnataka Cooperative Societies, Karnataka Societies Registration and Souharda Cooperatives Acts.
4. The Karnataka State Cooperative Election Authority may be abolished. A dedicated election wing, as it existed earlier, may be created in the Registrar of Cooperative Societies (RCS) office headed by an Additional RCS with necessary support staff.
5. Government owned Assets Reconstruction Company or Cell in RCS office may be established to take over and dispose assets of defunct societies. The cell/company would be responsible to dispose of the assets and settle dues of creditors.
6. To check fraudulent registrations of properties and give relief to owners affected by such fraudulent registrations, Revenue department may propose a State amendment to the Registration Act 1908 on the lines of the Tamilnadu and Haryana amendments to provide for appeal in such cases. This would also reduce the case burden on civil courts.

13. Simplification of procedures

- For applying under Pradhan Mantri Krishi Sinchayee Yojana (Minor Irrigation), Horticulture department requires 31 documents in 3 sets to be furnished by the applicant (for Treasury, RSK and Asst Dir office). By using Kutumba and Fruits databases, many documents need not be asked for. They can be deleted from the relevant guidelines, GOs, application forms, checklists, circulars etc. The lists of documents that may be deleted for each scheme are detailed in the reports.
- The validity of Rural Study Certificate, Kannada Medium certificate and Kalyana Karnataka (Hyderabad Karnataka) Residence Certificate, HK Eligibility Certificate may be extended for lifetime or till they are cancelled, on the lines of the validity of SC and ST Caste certificates. This will benefit students and reduce office workloads.
- Self certified photos sent by the beneficiary may be considered as progress at the first and second stages of a beneficiary oriented project. Only the last stage photo after completion of work may be taken by the departmental officer.

- **There is need to simplify procedures for very low turnover societies.** Societies with annual turnover of less than Rs 5 lakh may be permitted to file accounts and reports once in 5 years. The requirement of audit of accounts by Chartered Accountant may be removed and self declaration of accounts may be accepted for such societies.

14. Providing realistic amount of funds for contingencies

- For Anganwadi toilet maintenance and sweeping, allowance given is Rs 83 per month for consumables; this is insufficient and may be raised to Rs 200 per month.
- **Cleaning charges may be fixed based on student strength and enhanced from** Rs.9000 per annum for high schools, Rs.8000 pa for HPS and Rs.6500 pa for LPS to Rs. 1000 per month for 1-30 students strength, Rs 2000 p.m. for 31-100 students; Rs 3000 pm for 101-250; Rs 4000 pm for 251-1000 and Rs 5000 pm for more than 1000 students.
- The existing amount of School grants **may be doubled by supplementing from the State budget to Rs 20,000 per annum for the smallest schools, Rs 50,000 pa for schools with 31-100 students, Rs 1 lakh pa for schools with 101-250 students, Rs 1.50 lakhs pa for schools with 251-1000 students and Rs 2 lakhs pa for schools with more than 1000 students.**
- Finance department may provide a separate budgetary head of account with allocation for **“Housekeeping and cleanliness expenses”** in the budget for schools, colleges, Primary Health Centres (PHC), hospitals, Industrial Training Institutes (ITI), polytechnics and similar frontline offices and institutions.

15. Empowerment of district and taluk level officers by delegation of powers

1. **The Reports contain recommendations on delegating various powers to specified District and block level officers of the concerned departments. e.g. Block Education Officers may be delegated powers for**
 - a. Sanctioning time bound increments and stagnation increments to High School (HS) teachers,
 - b. Keeping HS teachers incharge of Head Master post and to sanction them incharge allowance.
 - c. Sanctioning General Provident Fund (GPF) partial withdrawal and loan from GPF to primary school teachers.

District Deputy Directors of Pre University (DDPU) Education department may be notified as the appointing authority for First Division Assistants, Second Division Assistants, Typists, Drivers and group-D employees in DDPU office and in the Government PU colleges in the district. They may be delegated powers for

- a. Sanctioning time bound increments and stagnation increments for Lecturers and Group C and D staff in the district.

- b. Sanctioning time bound increments and stagnation increments for Lecturers of Grant in Aid PU colleges.

Principals of ITI s may be delegated powers for sanction of time bound and stagnation promotion to Groups-C and D staff.

- Salary and incentives to National Health Mission and other contractual staff working in PHCs, Community Health Centres, THs and DHs may be paid by the respective institution Medical Officers instead of by the District Health Officers office.
 - **District Deputy Director of Horticulture (DDH) may be delegated powers to sanction time bound increments to Group-C and D staff; Divisional Jt DH may be delegated powers to sanction them to group-B staff.**
 - Statutory powers may be delegated from the Divisional Joint RCS to Deputy RCS and Assistant RCS as per details in report.
2. **District level officers of departments may be designated as Appointing Authority for posts in Group-C and Group-D:** By doing so, all service matters like declaration of probation, payment of incharge allowance, including disciplinary cases under the KCS (CCA) Rules, 1957 can be expeditiously decided by the district level officers. Since amending the KCS (CCA) Rules, 1957 by all departments is a time-consuming process, until the said amendment is made, powers may be delegated as recommended in the Report.

16. Participation of stakeholders

- Institute Management Committees (IMCs) may be constituted in all Government and private ITI s and Polytechnics, with suitable industry representation and financial powers.
- - For every Raitha Samparka Kendra a Raitha Salaha Samiti may be established consisting of elected representatives, progressive farmers, awarded farmers, officials of related departments like Revenue, Horticulture, Forest, contact scientist etc.
- Prani Vaidya Samitis or Prani Arogya Raksha Samitis (PARS) may be established for every PVC, VD, Taluk veterinary Hospital and veterinary Polyclinic on the lines of Arogya Raksha Samiti in the Health department.
- Early finalisation of draft Karnataka Apartment Ownership Bill 2020.
- Work Improvement Teams may be set up in every Government office for taking steps for continuous improvement.

17. Using IT for better governance

1. The IT cell in the office of Commissioner, Health and Family Welfare may be strengthened with about 100 database administrators, system administrators, data analysts, developers and trainers.

2. **The silk cocoon e-auction system may be linked with the Fruits database using farmers ID. By doing so, the incentive amount given by the Sericulture department may be directly transferred to the farmers' bank accounts through Direct Benefit Transfer.**
3. Price information is crucial for farmers wishing to sell their produce. While price information about transactions taking place inside the market yard is readily available, there is no system to obtain and share information on transactions happening outside the market yard. It was informed that about one third of trades are being conducted outside the market yard. **Farmers would benefit if quantity and price information of outside market yard sales was also made available to them through Krishi Maarata Vaahini (KMV). Two suggestions are made for this purpose. Firstly,** price and quantity information about outside market yard sales may be obtained from GST e-way bills by linking it to ReMS and KMV. Cooperation department and Finance department may examine and devise a software system that can transmit price, quantity etc information on agricultural commodities traded outside the market yard to ReMS and KMV. **Secondly,** Cooperation department could also mandate that permits be taken without levying any fees for sales outside market yards, so that the information could be shared with farmers and traders.
4. **For extension of eOffice to unreached offices and institutions,** e-Governance dept may give permission for a separate instance for such offices. This would enable the offices to use eOffice through any internet service provider.
5. **A post of 'Chief Technology Officer' (CTO) may be created within the e-Governance department.** Many countries like the USA, New Zealand and Canada have CTOs in their federal or state governments to guide e-governance initiatives and technology adoption.

18. e-Procurement

1. A Vendor Management Control may be introduced in the e-Procurement system to cover the following aspects:
2. **Reporting of vendor history, workload and validation - giving details of all the contracts and transactions made with a particular vendor by various departments during a particular period and their current financial workload.**
3. **Vendor Risk Rating taking into consideration financial capacity, financial workload, timeliness and compliance. A vendor Risk Index may be developed with automatic inputs on the above risk factors and made available real-time on the e-Procurement system itself.**

19. Raising resources

1. About 5 States, Haryana, Rajasthan, Himachal Pradesh, Punjab and Puducherry provide NRI quota in Government medical colleges. **An NRI quota of say 5-10% may be created in Government medical colleges in Karnataka. They may be charged higher fees that can be retained by the concerned Medical College and hospital for its development.**
2. **District Sports Authority and District Sports Development Fund may be established in districts to collect CSR funds and develop sports.**

3. **Provision may be introduced for levy of Sports cess of say 1% of the property tax by local bodies by amending relevant provisions of BBMP Act, Karnataka Municipal Corporations Act, Karnataka Municipalities Act and Karnataka Gram Swaraj and Panchayat Raj Act (e.g. Sec 143 (1) of BBMP Act 2020, Sec.200 of KGSPR Act).**
4. **Suitable cesses may be levied on different trades as detailed in the report to benefit unorganised workers.**
5. **Details of various fees that may be revised based on the increase in cost inflation index are given in the reports.**